

14 December 1966

MEMORANDUM FOR: Chief, Intelligence School

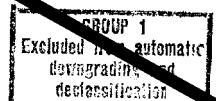
THROUGH : Chief, Orientation and Briefing Faculty

SUBJECT : Status Report on Federal Executive Fellowship Project

1. This is a status report covering the period of my Federal Executive Fellowship at the Brookings Institution (10 March - 30 November 1966), indicating highlights of accomplishments to date. I also append annexes listing work remaining to be done to complete the project originally proposed as the basis for the Fellowship, and tentative recommendations (subject to refinement as the project is pursued) for applying in OTR some of the knowledge and concepts acquired during the Fellowship or stimulated as a result of project research and related activities. This memorandum is neither a final training report nor a final and conclusive list of recommendations to OTR. However, it will suggest the probable scope and conclusions of the final training report and recommendations, and is intended to put on the record my proposals for post-Fellowship activities in the next few months looking toward completion of the project and resumption of my normal OTR staff duties.

2. The originally proposed project accepted by Brookings bore the title "The Relevance of Articulated National Ideals to Training for Foreign Service." Although making no reference to CIA and presented as an unclassified endeavor, it was conceived by me as an investigation into possibilities for elaborating and refining the "American Thesis" component of the Intelligence Orientation Course, and of assembling information and ideas which might be useful for CIA training in general and perhaps even for foreign service training in other departments and agencies. The OBF version of the "American Thesis", an IOC component for which I was made officially responsible upon its revival early in 1963, was until my departure for Brookings an adaptation of the "Meet the Critic" role-playing exercise developed by Dr. Paul Conroy at USIA more than a decade ago and used widely in training programs of departments and agencies which send personnel overseas. Our chief innovation in 1963 was to mesh this type of exercise with area films and area briefings in the IOC. It was modified early this year along lines suggested by documents from the Bureau of Inter-American Affairs of the State Department, which in 1965 instructed all U.S. embassies in Latin America to encourage personnel to put forth greater efforts in the way of individual articulation of U.S. policies and goals in their contacts with influential Latin Americans, whether official or otherwise. The point of this description of our "American Thesis" formats is to make it clear that we view this component of the IOC as a necessary and integral part of orientation, not only intrinsically desirably but responding to operational requirements. My project, therefore, necessarily included as a major element a comprehensive and critical look at anything resembling the "American Thesis" in other government departments and agencies, and learning their views on the future prospects for this type of

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training. In order to make the survey truly comprehensive and take account of varying approaches to this type of training, I usually initiated contacts with training colleagues elsewhere on the basis of an interest in "Americana" in the broadest sense -- i.e. to include interest in individual articulation of goals and values as well as exposure to material primarily of a factual or "updating on the current scene" nature. However, my major OTR-derived interest centered on the problem of individual articulation, which in turn necessarily led into the related problem of cross-cultural communication by individuals, an area which has not yet been explored to the extent that might be supposed in view of the proliferating studies of communication via the mass media.

3. Another major focus of my project was an effort to ascertain the extent to which well articulated official formulations of U.S. foreign policy and objectives are actually taken account of in official training courses with a view to their utilization in individual as well as media communications. Among the assumptions underlying this portion of the project were two which lie more in the "self evident" category than in the realm of indisputable fact: (1) that pronouncements on foreign policy by the President, the Secretary of State and other ranking U.S. officials have been increasingly shaped by an awareness of their impact abroad as well as on the American public, and (2) that the qualitative level of articulation can to some degree affect its impact, particularly in conjunction with such obviously relevant matters as the relationship between policy articulation and execution. This portion of the project was also considerably influenced by the impression I had gained from a variety of books, documents and opinions of competent colleagues in other agencies that the "hard sell" approach to communicating U.S. policy and goals in the immediate post World War II years had been found wanting, that the ensuing tendency operationally had been to emphasize "the deed" and ignore "the word," and that we are now at the threshold if not already in an era which apparently requires a consciously balanced "mix" of the two if communication is to be measurably improved. It seemed to me that there were a number of straws in the wind (such as the State Department effort already mentioned) reflecting the new situation and implying the need for a reconsideration of prevailing training objectives in the departments and agencies concerned with foreign affairs. Specifically, there appeared to be growing evidence operationally that the inarticulate American, whatever his motives for being so, could be as counterproductive as the offensively articulate one.

4. Although aimed primarily at the production of a training paper which might be useful not only to CIA but to other departments and agencies concerned with similar problems, the project as proposed also noted the continuing post-war academic debate on the issue of whether Americans can ever hope to communicate very successfully with other cultures because of (1) what some scholars (e.g. Daniel Boorstin) regard as a "unique" American historical experience and (2) what others--not always the same--regard as the desirability for the United States

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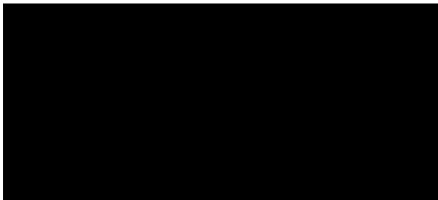
to "mind its own business" internationally. The latter sometimes found expression (e.g. by Hans Morgenthau) in admonitions to return to the precepts of Washington's Farewell Address by confining our communication to the influence of the good example to other nations. This debate continues both in the academic style of the older disciplines perennially concerned with it--history, international relations--and in the burgeoning behavioral sciences, which are penetrating if not elbowing aside the traditional frameworks with a jargon nearly incomprehensible to those whose formal education antedates the Korean War. The academic debate further affected my project to the extent that some account had to be taken not only of the clash of view as to whether there is a "national interest" and if so what, but of the increasingly recognized influence of the behavioral sciences in considerations of "values" and their communicability. The role which is increasingly accorded the behavioral sciences was abundantly manifested in official documents -- including congressional inquiries into the particulars of the use the executive departments and agencies were making of the new learning--and was having visible results in training programs when my survey began. I was aware from the start that some brushing up on the literature of the more traditional aspect of the debate would be desirable, but only gradually realized the extent to which some acquaintance with the recent and current behavioral science output would be needed simply to converse with other training officers and academicians.

5. Against the background of the several considerations mentioned, my project was timely in that it began when governmental training programs and concepts were being reconsidered and modified on a broad scale. Major changes were made in 1966 in some of the programs I monitored, and others are pending. (The programs I followed closely were those of the State Department, Agency for International Development and the Military Assistance Institute. I gave up on the Defense Attache School because of its sensitive attitude even on unclassified matters. The Peace Corps gave me literature but would not permit me to view its program.) I observed some in the shakedown period following innovation and others just before and during experiments, the initial results of which are only now being assessed. Some of the experiments and innovations were along reasonably familiar lines -- new formats for stimulating interest in the American scene generally as well as in governmental developments. Some were directed more to the communications problem, with a variety of lectures and hypothetical "case study" exercises on dealing effectively with foreigners. My preliminary impression was that there is indeed a new awareness of the communications problem and to some extent of the problem of what to communicate, but that -- as is to be expected -- training programs inevitably lag behind both academic research and early indications of operational needs and that there is as yet not much awareness of the current state of these factors in most official training quarters. In view of the ferment already underway and the time required to pursue some of the more promising new thinking in the areas I have been exploring, I find a number of "loose ends" to be caught up if my project is to be completed

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in time and in a form to be of most use. I therefore hope that for the next few months I can continue on a part-time basis to follow up unfinished project business and to initiate early consideration of some recommendations for improving OTR training along lines suggested by my project. The attached Annex A indicates a number of project "targets" on which I propose to concentrate for the next few weeks while working back into normal OTR staff duties. This list will also give some idea of the types of activity I pursued while at Brookings and some of the results. Annex B is a tentative list of recommendations for OTR consideration and, in some instances, implementation.



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